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NFAC#0972-80

8 February 1980

MEMORANDUM FOR: ✓ All Office Directors
Chairman, National Intelligence Council
✓ All NIOs
✓ Chief, Collection Requirements and Evaluation Staff
✓ Chief, Planning, Management, and Evaluation Staff
✓ Senior Review Panel

SUBJECT : Guidelines for Production Planning

1. The NFAC review of the initial research production plan singled out the lack of an issue-oriented guidance framework in that process as a major weakness which should be overcome in the next running of the planning cycle. Accordingly, a proposal to develop such a guidance framework has been developed and is outlined below. A meeting to discuss this approach will be held in Room 7E32 on Tuesday, 12 February at 0900. The meeting will be in lieu of the regularly scheduled NIO meeting.

2. The process of developing an issue-oriented framework to which the bulk of the planned research of the NFAC production offices and the NIC can be related involves two phases. The first calls for agreement on the cardinal points or issues we wish to emphasize in planning the bulk of NFAC research. A proposed list prepared by [redacted] is attached for your review. At the 12 February meet, I want specifically to address the adequacy of the cardinal issues as formulated in the attached list.

3. The second stage involves the drawing up of a list of specific issues related to each of the cardinal issues. These should be developed in such a way that they stimulate interdisciplinary and interoffice research at the same time that they provide a structure for more narrowly focused and single Office efforts. Some examples of specific related issues are included on the attached sheet.

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SUBJECT: Guidelines for Production Planning

4. In the second phase, the development of the specific related issues will be the responsibility of working groups assigned to each cardinal issue. The groups will be developed through consultations involving the existing Production Planning Working Group (made up of Office Deputy Directors and representatives of the NIC and SRP), [] representing D/NFAC, and [] of PM&E. The groups will be composed of senior individuals with substantive and/or managerial responsibility for a specific region or function. Each Office and the NIC will be represented as appropriate. A chairman for each group will also be named by D/NFAC. Ideally, the same groups should form the nucleus of the working groups which will review the planned production of the Offices at a later stage in the planning process.

5. The target date for completing phase 2 is 7 March. At that point, I will again meet with Office Directors and the NIOs to review, refine, and approve the process. At the same time, I will identify those aspects of the framework that I regard as particularly important to the overall NFAC Research Program. The framework will then be issued to the Offices and the NIC as the central guidance for the development of individual research programs; that is, each planned research proposal should be related to the overall guidance framework or justifiable on some other stated basis.

[]
Bruce C. Clarke, Jr.
Director
National Foreign Assessment Center

Attachment:
As stated

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CARDINAL ISSUES

1. The Thrust of Soviet Military Programs
(Specific related issues:
 - (a. The developing strategic force posture
 - (b. Soviet capabilities for projecting military force in the Third World
 - (c. Soviet perceptions of opportunities to intervene abroad after Afghanistan
 - (d. The prospects for arms control)
2. Soviet Political Prospects and Foreign Policy Objectives
(Specific related issues:
 - (a. Soviet internal problems, including economic, during a period of impending changes in top leadership
 - (b. The impact of these internal factors on external policies)
3. Eastern Europe between Moscow and the West: political, economic and military issues
4. Security and Stability of the Western Alliance
(Specific related issues:
5. OECD: Trade, Economic Conditions and Prospects
(Specific related issues:

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6. Middle East: Trends towards Stability and Instability
(Specific related issues:
 - (a. The capability of Moslem countries to coalesce effectively against Soviet threats and to accept US support for this purpose
 - (b. The role and prospects of Israeli-Arab negotiations
 - (c. Trends towards nuclear proliferation)
7. China: Economic Modernization and Political Development
8. The Future Security Prospects in the Far East: China
9. Major African Prospects
(Specific related issues:
 - (a. The outlook for Black-White relations in Southern Africa
 - (b. Ethiopia's role in the Horn)
10. Latin America: Upheavals in Central America and the Caribbean
(Specific related issues:
 - (a. Cuba's military development and its interventionary intentions and capabilities in the region
11. Progress and Stability in Key States of the Developing World
(Specific related issues:
12. Pressures and Prospects in the Less Developed World
(Specific related issues:
 - (a. The NAM after Afghanistan
 - (b. The economic and political impact of increasing energy costs and world economic stagnation and inflation)

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13. Global Politico-Economic Problems

- a. The politics and international security implications of the energy problem
- b. Present and future vulnerabilities of selected countries to economic sanctions and, vice versa, present and future capabilities of selected countries or coalitions for imposing economic sanctions

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CARDINAL ISSUES

1. How will the East-West Power Balance Look Through the Eighties?

- a. The Thrust of Soviet Military Programs
- b. Prospects for NATO Defense Programs
- c. Impact of China on the E-W Balance
- d. Outlook for Soviet Intervention Abroad
- e. Prospects for Arms Control

2. Political/Economic Outlook for the Soviet Union in the Eighties:

Analyze the military threat from an economic prospective, assess how it will be affected by a slow-down in the economy, and compare Soviet defense activities with those of the US.

- a. Will the faltering Soviet economy incline the USSR toward a more radical or more conservative security policy?
- b. Can the East European satellites be kept in line as their economies decline?

3. Will NATO Survive the Eighties as a Viable Security Alliance?

- a. Will the FRG grow into a leadership role or will its negativist and separatist urges prevail?
- b. Will NATO's south flank continue to slide into chaos?
If so, can the USSR shoehorn itself into a power position in the Mediterranean region?

4. The superpower balance and the role of Western Europe:

How will the evolution of European political relations with the East bear on the EW balance? On the role of the US as "security coordinator"? Opportunities and perils for US foreign policy?

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CARDINAL ISSUES

1. Stabilizing the East-West relationship
 - the military balance and the threat to it
 - curbing the competitive arms race: negotiation and verification
 - potential points of conflict and crisis management
 - areas of cooperation and constraining interdependence
2. Understanding the Soviet adversary
 - economic, social, generational pressures in the Soviet system
 - ascendant and receding currents within the Soviet leadership
 - Moscow's problems in managing the imperial system
 - gains and losses in Soviet assets abroad (political, et al)
3. Redefining the Western partnership
 - convergence and divergence of national trends among the partners
 - changing perceptions of the common interest
 - the partnership in the global context: problems of perspective
 - new views on leadership and responsibility in the partnership
 - alternative emphases in the security relationship
 - achieving a consensus: dialogue and institutions
4. Managing the free world economy
 - restoring growth and stability on an international scale
 - concerting and coordinating macro economic policies
 - monetary and trade systems: adapting to massive transfers of wealth
 - assured access to resources: development and competition
5. Accommodating the social revolution
 - reducing global inequities to less-explosive proportions
 - stabilizing the economic relationship between free and developing worlds
 - achieving institutional development that parallels economic development

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19 February 1980

MEMORANDUM FOR:

SUBJECT: Cardinal Issues

1. These suggestions for modifications to the Cardinal Issues are limited to the issues themselves--no consideration is taken of the related, or subsidiary, issues at this time. I assume these will be the subject of working group activities.

2. In the following, recommended new language is underlined.

Issue 7. China: Economic and Military
Modernization and Political
Development

Issue 10. Latin America: Prospects for
Development and Stability

Issue 13. Global Issues: Politico-Economic
Problems, Proliferation, Role of
Technology

Acting Director
Scientific Intelligence